

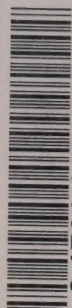
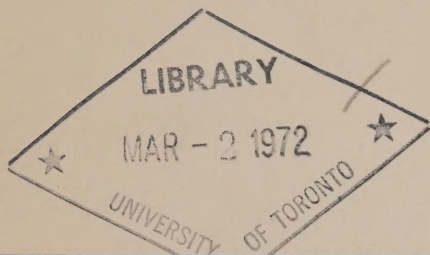


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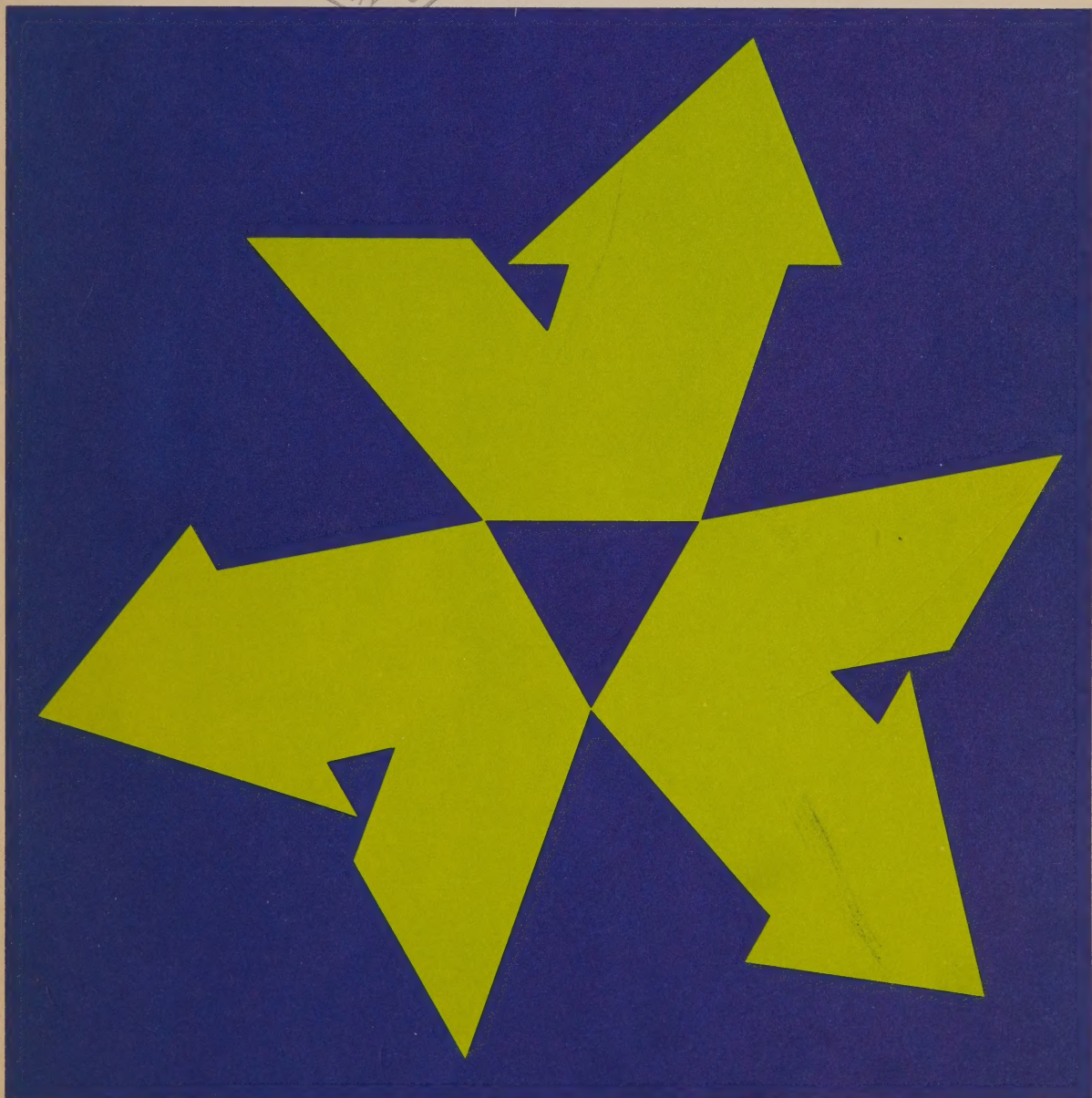
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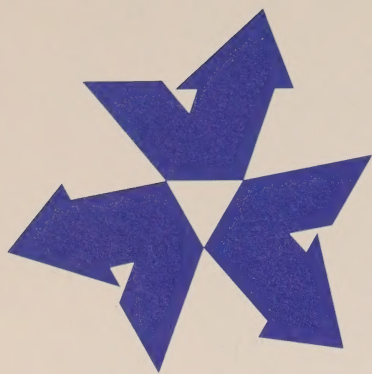
# THE MANAGEMENT OF GOVERNMENT:

## A RE-APPRAISAL



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"...The Government of Ontario will undertake a comprehensive management analysis project to gear its administration and operations toward the challenge of public service for the 1970's."

**Hon. Charles MacNaughton**

Treasurer of Ontario  
& Minister of Economics



"Management, today, requires a high capacity for innovation. This is achieved not only through new technology but, more importantly, through imaginative thinking.

"It demands imagination, inventiveness, foresight, adaptability and willingness to try new ways of dealing with new problems and opportunities.

"Today's manager has to be a highly creative individual with a deep understanding of human and social values—a person who is stimulated by innovation, not frightened by it."

**John B. Cronyn**

Chairman  
Committee on Government Productivity



"It has been suggested that the management of government includes only ministers and senior officials. But this is not so. Management includes all public service employees to the extent that they help decide what is to be done; that they influence the resources (people, dollars) required to do it; that they help ensure that it gets done; that they suggest how it might be better done."

**Dr. James D. Fleck**

Executive Director  
Committee on Government Productivity



# WHAT WORKED YESTERDAY MAY NOT WORK TODAY

Look at Ontario today and then think of how it was just a few years ago.

Today, the Province of Ontario is the third largest employer in Canada (after the Federal Government and the Canadian National Railway) and the largest employer in Ontario. Including Ontario Hydro, over 100,000 people are employed by the Province. Expenditures forecast for 1970/71 are close to \$3.7 billion as against \$786 million in 1960.

The government is responsible for sums of money which exceed the gross national product of many countries and for providing service to over one-third of Canada's citizens.

The challenges government faces today are dramatically different from those it faced ten years ago. It is reasonable to expect that the challenges of the next decade will also be very different, more complex and more demanding than those which face us today.

Sometimes we tend to forget that the people, at all levels, who run government are, in practice, the executives of a vast enterprise, the management of which requires a very high level of skill. This applies not only to senior executives but to all people in the organization with supervisory responsibility.

In a world of accelerating change, these managers of government cannot presume that the objectives and means of attaining them which were perfectly valid in the past will necessarily be valid in the future. And, as patterns of life change, government must be able to react by applying its resources to solving pressing, current problems and not perpetuating services and programs for which there may no longer be a real need.





**All of this means that, from time to time, government must re-appraise itself and ask itself some basic questions:**

How effectively are government policies being implemented?

Are we making the most efficient use of our human, material and financial resources?

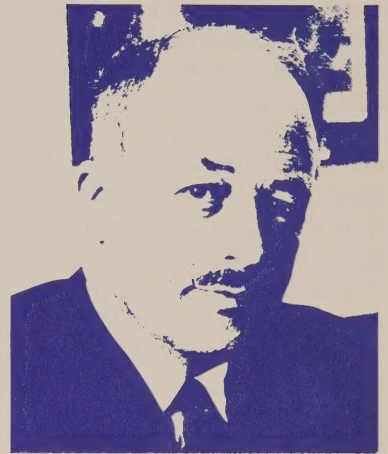
Are there new general concepts of management which can be applied by government?

Are we anticipating social and economic conditions of the future and planning how to deal with them effectively?

Is our approach to management as imaginative as it should be?

Of course, merely asking questions is not enough. It should be an impetus to action and to the development of practical solutions.

Providing that impetus describes the role of the Ontario Government's Committee on Government Productivity, (COGP).



**Dr. J. K. Reynolds**  
Secretary to the Cabinet,  
Department of the Prime Minister.

# WHERE DO YOU START?

Having established that a real need exists for a constructive appraisal of its operating methods, the government had to decide who would conduct such an appraisal. There were basically four alternatives: a Royal Commission, outside professional consultants, a permanent internal organization, or a new type of temporary organization, original in concept, which would eliminate the disadvantages and retain the benefits of commissions and consultants. The government chose the fourth alternative; the COGP.

In deciding how the Committee should be structured, the following considerations were taken into account:

The people who know most about the workings and overall strengths and weaknesses of government's management system are public servants themselves. They are also the only people who can keep the momentum of implementation and improvement going after the life of the Committee ends.

Therefore the Committee includes government executives who are a cross section of senior management in the Ontario Government.

Managers of private enterprise are people who, because of the demands of profitability and return on investment, must constantly refine, develop and apply methods which increase efficiency and productivity.

Therefore the Committee includes top executives of major companies.

The Chairman of the Committee should be a capable, interested and informed individual who can ensure that the Committee and its central staff attack the question of improving efficiency and level of service to the public objectively.

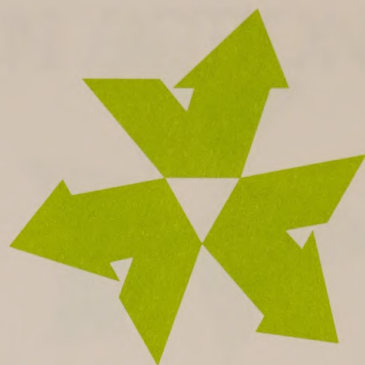
Therefore the Chairman is a leading business executive.

The appraising organization should not work from the outside but should, during the period of its mandate, be an integral part of the government system. Therefore the Committee works closely with the management of the government departments and is in a position to recommend and help implement changes in the management system.

The Committee is composed of the members shown on the opposite page.

The Committee has the support of a central staff. In this case, as another check and balance in approach and point of view, an Executive Director was chosen who, although he has extensive experience in business, is primarily from the academic field. In turn, the central staff is composed of people from government, from business, from universities and from the consulting profession.





**Chairman:**  
**J. B. Cronyn**

Director and Executive Vice-President  
of Corporate Affairs, John Labatt Ltd.

**Public Servants**

**G. H. U. Bayly**

Deputy Minister,  
Department of Lands & Forests.

**C. E. Brannan**

Secretary of the Treasury Board.

**A. R. Dick, O.C.**

Deputy Minister of Justice and  
Deputy Attorney General.

**H. I. Macdonald**

Deputy Treasurer of Ontario and  
Deputy Minister of Economics.

**Dr. J. K. Reynolds**

Secretary to the Cabinet,  
Department of the Prime Minister.

**Business Executives**

**C. C. Hay**

Director of Gulf Oil,  
President of Hockey Canada.

**G. R. Heffernan**

President and General Manager,  
Lake Ontario Steel Company.

**A. Powis**

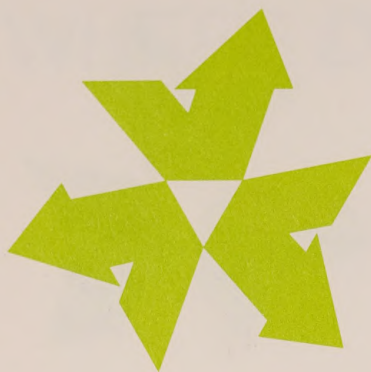
President, Noranda Mines Ltd.

**R. D. Wolfe**

President, The Oshawa Wholesale Ltd.

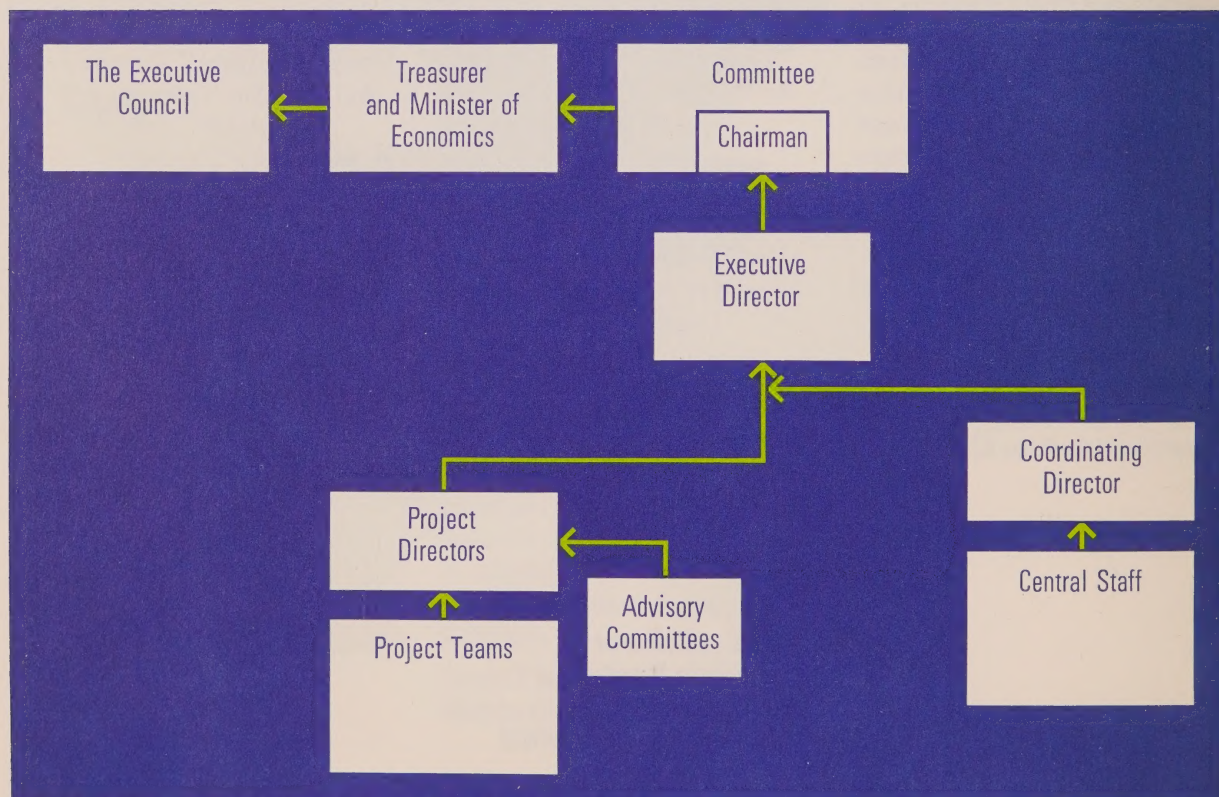
**Executive Director  
& Ex Officio Member:**  
**Dr. J. D. Fleck**

Associate Dean of the Faculty of  
Administrative Studies at  
York University.



The COGP is organized as shown here. The Committee reports directly to the Cabinet through the Treasurer of Ontario and Minister of Economics. Day to day running of the Committee's affairs is the responsibility of the Executive Director, working closely with the Chairman. The Co-ordinating Director, Mr. Harry S. Damp, supervises the central staff and makes sure that the work of the staff and of project teams is well organized and on schedule.

Specific projects and studies are undertaken by specially appointed project teams whose recommendations will be made to the Committee through the Executive Director. To assist the project teams, advisory committees will be appointed when necessary.





# THE CONCEPT IN ACTION



**A. Powis**  
President, Noranda Mines Ltd.



**C. E. Brannan**  
Secretary of the Treasury Board.

Speaking about the COGP the Hon. Charles MacNaughton, Treasurer of Ontario and Minister of Economics, has said in the Legislature:

"During the 1960's this Legislature has approved an increasingly broader range of public services, greatly expanding its contribution in such areas as health, education and welfare. This government and its departments have striven constantly to improve these programs. We believe that our public services are being provided more efficiently than ever before...Yet we believe that there is always room for improvement. I hope this new undertaking, which we will call our Productivity Improvement Project, will suggest means by which the provision of public services will be improved even further."



**G. R. Heffernan**

President and General Manager,  
Lake Ontario Steel Company.

The terms of reference of the Committee make one thing clear: the Committee is not expected to examine the political objectives of government. Its function is to examine the process by which objectives are arrived at, the ways in which they are implemented and to make recommendations for improvement.

It was decided from the outset that the life of the Committee would be until early 1972. How the Committee would use the time at its disposal has been left to the Committee. It has had to set its own priorities working on the principle that the key to success is to apply work and energy to those areas which need most attention and are most susceptible to improvement.

A basic element of the Committee's plans is that the work which has to be done will be done by those best qualified to do it; members of the central staff, people recruited from government or consultants working individually or as members of project teams.



**H. I. Macdonald**

Deputy Treasurer of Ontario and  
Deputy Minister of Economics.



Since human beings are our most important resource, the Committee first initiated a study into the management of the people (Utilization of Human Resources project), at all levels, who work for government. How well are they motivated to be productive and efficient? To what degree do they participate in the decision-making process? How effectively does management communicate with them? Under what conditions do they work? How are they trained? How is ability recognized and rewarded?

Another project is a study of governmental structure, from the Cabinet down through all levels of the management organization, to see how it might be improved.

Some of the many other areas which will be studied are the management of real property (the government is the largest holder of real estate in the province), financial management, procurement and supply and the use of electronic data processing. At the same time, the recommendations of past studies are being reviewed to see what can be learned and applied from earlier work, in order to save time and avoid duplication of effort.

In short, the Committee will concentrate its efforts on those areas where there is the greatest need for improvement and where implementation of new systems will be of greatest benefit to the people of the province in terms of increased efficiency and levels of service.



**R. D. Wolfe**  
President, The Oshawa Wholesale Ltd.



A unique aspect of the Committee's activities is its extensive program of interviews. These will involve a total of almost 3,000 at all levels of government. Rarely has a study of government probed so deeply for information and ideas.

In addition, organizations and associations outside the government, as well as the public at large and public servants themselves, have been invited to express their ideas in written submissions. Wherever these submissions show up weaknesses in the system or lack of responsiveness in government, the Committee will help departments to see what can be done to correct the situation.

Often, in similar studies, all proposals must be included in a final report before any implementation can take place. The COGP, however, is action-oriented. Working closely with ministers and government departments, it will make recommendations for improvement and support immediate implementation during the course of the study.



**G. H. U. Bayly**  
Deputy Minister,  
Department of Lands & Forests.



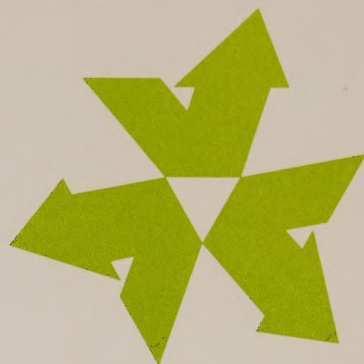


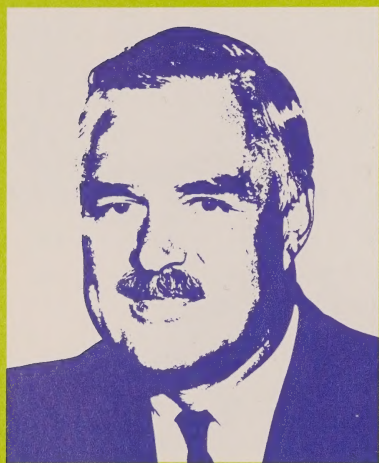
**C. C. Hay**  
Director of Gulf Oil,  
President of Hockey Canada.

In order to maintain a close and essential relationship with the departments of government, liaison officers have been appointed in each department. These are senior executives of the departments. They are kept constantly informed about the Committee's plans and about work in progress and see that this information gets to all management levels. In turn, they will supply the COGP with required information from the departments and act as the primary working contact between the Committee and the departments. In addition, the 50,000 public servants who read "Topical" (the newspaper for public servants) see regular articles about the Committee's activities.



**A. R. Dick, Q.C.**  
Deputy Minister of Justice and  
Deputy Attorney General.





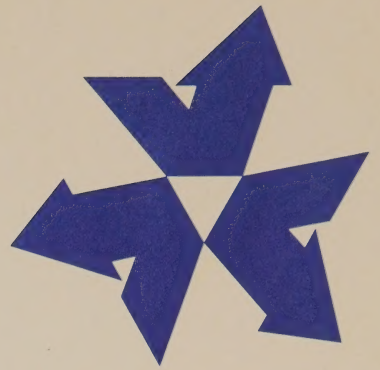
**The Hon. John P. Robarts,  
Prime Minister of Ontario,  
in a recent speech about the  
future of the Province, said:**

"Today we in Ontario are conducting a concerted review of our basic objectives and goals. In recent years we have been preoccupied with many of the material necessities of life which have accompanied our rapid development...We have created one of the highest standards of living in the world. Yet, as we move into the final decades of the Twentieth Century, the time has come to ensure that what we have created will result in the quality of life to which we aspire.

"In the years immediately ahead, we shall all be working to make the machinery of government more efficient and more responsive... In many areas we shall be breaking new ground, finding made-in-Ontario solutions for made-in-Ontario problems. This, of course, is as it should be."

This expresses very well how the Committee feels about its own work.





Having read this booklet, you may feel that, as an individual or representative of an organization or association, you would like to make your views on productivity in government known to the Committee. We welcome your comments. Please address your written submission to:

The Executive Director,  
Committee on Government  
Productivity, 9th Floor,  
Ferguson Block, Queen's Park,  
Toronto, Ontario.

